

# THE AMBAG STORY ON ITS TWENTIETH ANNIVERSARY

1968-1988

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**ASSOCIATION OF MONTEREY BAY AREA GOVERNMENTS**

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# AMBAG Board of Directors

## 1988

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Del Rey Oaks  
Gonzales  
Greenfield  
King City  
Marina  
Monterey  
Pacific Grove  
Salinas  
Sand City  
Santa Cruz  
Seaside  
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Santa Cruz County

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Monterey, CA 93942

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## Message from the President of AMBAG

As we go into the next twenty years AMBAG will continue to provide a forum for discussing and making recommendations on issues of regional significance.

Since 1968, concern for our natural assets (national heritage) has led AMBAG Board of Directors and staff to be actively involved in actions designed to protect Monterey Bay from pollution, hazardous waste discharge and problems associated with oil discovery and production.

Concern continues for our area's economy and growth. With socio-economic forecasting, traffic and transportation, ridesharing programs, fair share housing needs determination, information gathering and dissemination, AMBAG's highly qualified technical experts provide valuable guidance to the Board of Directors for reaching consensus on regional problems.

Concern for communication between agencies of local, state and federal governments brings forth the need to stress inter-governmental cooperation and to find innovative ways to improve that dialogue.

As President, I will work to continue to focus on improving communication between the AMBAG Board of Directors, and the various agencies of all levels of government that affect the present and future of the Monterey Bay Region. It is my strong belief that AMBAG will successfully continue its present role and build upon our experiences over the last 20 years to achieve a harmonious relationship within the region's social, economic and natural environment.



*President Ruth Vreeland*  
(Councilmember, City of Monterey)

*Ruth M. Vreeland*

March, 1988



# THE AMBAG STORY ON ITS TWENTIETH ANNIVERSARY

1968-1988

## The Genesis

The preservation of Monterey Bay was the rallying point in the mid-1960's for joint action among the cities and counties of the region eventually leading to the birth of the Association of Monterey Bay Area Governments (AMBAG).

During 1966, discussions began about protecting Monterey Bay from further pollution. Plans were being developed under the San Francisco Bay-Delta Water Quality program to discharge wastewater output from the San Francisco Bay Area, approximately 2 billion gallons per day, into the ocean off the San Mateo coast. At the same time, plans were proposed for the disposal of San Joaquin Valley agricultural wastewater into the Bay -- a proposal known as the San Joaquin Master Drain Project. These twin-threats would have served to exacerbate prevailing problems with existing sewage treatment plants.

Strong reactions were forthcoming from both the Santa Cruz and Monterey sides of the bay.

Shortly after his election as Santa Cruz County supervisor in June 1966, **Henry Mello** (now State Senator) became concerned with the "move to pump water from the San Joaquin Drain over Pacheco Pass into the Pajaro

River" and the proposal to develop a "giant treatment plant in Redwood City" for the nine San Francisco Bay Area counties with a possible discharge near Davenport in Santa Cruz County. He describes a discussion with Ed Hanna, who at that time was a consultant to Santa Cruz County and to the Pajaro Valley Storm Drain District, whereupon they concluded they should undertake the formation of an organization committed to protect the water quality of Monterey Bay and its tributaries under a joint powers agreement with neighboring cities and counties.

On the Monterey County side, the following movement was underway.

In a memo addressed to Monterey Mayor **Minnie Coyle**, dated December 6, 1966, Subject: Formation of Bay Pollution Joint Powers Agency, Monterey City Manager **John Nail** wrote, "At the last meeting of the Monterey Bay Division of the League of California Cities it was determined to invite two members of the Board of Supervisors from the Counties of Santa Cruz, San Benito, and Monterey to join with the Bay Pollution Cities Study Group...I am assuming that this is an invitation to have county representation to study the problem with the end result being the formation of a Joint Powers Agency."

During what has been termed a formation year, the Bay Pollution Studies Group met throughout 1967 deciding



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**AMBAG's first officers:**

**Minnie Coyle, President**

**Henry Mello, Vice President**

**Ed Hanna, Secretary**

**1968**

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what to do and getting everyone aboard. The group was assisted by several city managers, environmental health officers, planning and public works directors. In 1966 and 1967, City Attorney **William Marsh** of Monterey prepared a number of drafts for a joint powers agreement. Although some thought was given to including a portion of southern Santa Clara County and San Luis Obispo County in the agency and to combining air quality and water quality as agency activities, the decision was + made to make membership available to only the Counties of Monterey, San Benito and Santa Cruz and all cities within their area, and to authorize the single function of eliminating pollution of Monterey Bay and its tributaries.

The many meetings of 1967 culminated in a letter dated September 13, 1967 from **John Nail** to Monterey County Supervisor **Warren Church**. The boards of supervisors of the three counties were requested to call an organizational meeting to consider approval of a joint powers agreement whose specific purpose would be to combat the pollution of Monterey Bay. The letter stated that twelve cities had taken favorable action to proceed. A meeting was held on December 4, 1967 to review and adopt by-laws for the Association of Monterey Bay Area Governments.

The final step was taken at a membership meeting on January 8, 1968.

AMBAG's first officers were elected:

**Minnie Coyle** (Mayor, City of Monterey), President; **Henry Mello** (Supervisor, County of Santa Cruz), Vice President; and **Ed Hanna** (Councilmember, City of Hollister), Secretary.



## The Single Purpose Era: Save-the-Bay-Study

With the formation of AMBAG, recognition was given to the necessity of developing and carrying out areawide policies in order to protect the health, welfare and economy of Monterey Bay and its tributaries. Consequently, AMBAG set out to prepare a comprehensive water quality management plan to assure the protection of this natural resource with all its aesthetic, recreational and economic values.

As AMBAG's second President (1969), **Henry Mello** presided over preparation of applications for state and federal grants to assist in financing the waste water management plan, support of legislation to establish an oil and gas drilling sanctuary off the Monterey and Santa Cruz coastline, and increasing membership.

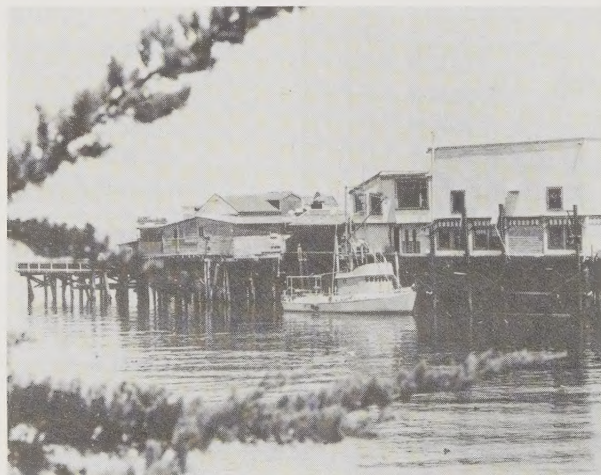
The engineering consulting firm of Yoder-Trotter-Orlob and Associates (YTO), in association with the firm of Oceanographic Services, Inc., was retained in November, 1968 to prepare a study prospectus and to assist AMBAG in soliciting technical and

financial support at federal, state, and local levels.

During this period, the State and the Federal Environmental Protection Agency (EPA) formulated the concept of basin planning. Under this concept, comprehensive wastewater management planning was to be accomplished for each major drainage basin in the State in order to formulate and keep current five-year project lists of proposed wastewater treatment facilities eligible for State financial assistance. As a result, the AMBAG study proposal was structured to meet anticipated State basin planning requirements.

AMBAG's entrance into wastewater planning met with support at several levels:

- The Monterey Herald (1970) reports that "The executive officer of the Central Coast Regional Water Quality Control Board today urged the Association of Monterey Bay Area Governments to start a study of the feasibility of a regional system of sewage collection in the Monterey Bay Area as soon as possible." **Ken Jones**, the Executive Officer observed that combined costs of





Federal grant applications for the Monterey Peninsula and Santa Cruz area before his Board at that time alone represented a potential construction cost of almost \$10 million, plus \$1.5 million for Fort Ord, without any regional plan for construction.

- The Herald further reported (June 27, 1970) that in an interview "**Kerry W. Mulligan**, Chairman of the State Water Resources Board, yesterday made it clear what the state expects of the Monterey Peninsula in the area of putting an end to sewage pollution in the Pacific Ocean. The state wants the various agencies to develop a regional system. It does not want a continuance of the proliferation of individual sewage treatment plants." In commenting on the desire of several cities to expand their plants, **Mulligan** is quoted as saying, "But the real problem is: Are the plants adaptable to a regional system?" Refusal to enter a regional system will mean that the agencies will get nothing in the way of state or federal help. **Mulligan** said his board stands behind the Association of Monterey Bay Area Governments as the proper agency to carry out a study of a regional system.
- Because of the emergency situation created by the issue of cease and desist orders in the area, AMBAG approves initiation of an immediate study of alternative regional wastewater facilities plans for the South Monterey Bay (Pacific Grove, Monterey, and the Seaside County Sanitation District).
- The academic and research institutions are active in their assistance: for instance, the Monterey Director

of Environmental Health, **Walter Wong**, reports to the AMBAG Board on the excellent cooperation in the coliform monitoring program in Monterey Bay being received from the Hopkins Marine Station, the Naval Postgraduate School, and the Moss Landing Marine Laboratories (also prepared first-

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**"The landmark study is intended to protect the unique beauty and special significance of Monterey Bay"**

**Senator Donald L. Grunsky**

**1971**

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ever bay bibliography). Other agencies include the University of California at Berkeley and Santa Cruz, State Division of Fish and Game, Division of Beaches and Parks, the U.S. Coast Guard, and the Federal Water Pollution Control Administration.

In April, 1970, AMBAG, which by then had established an office in Salinas, submitted to the U.S. Environmental Protection Agency (EPA) an application for a grant to conduct a comprehensive water quality management investigation. Shortly thereafter (July 1970), **Robert R. Robertson** was appointed as part-time Interim Manager.

Finally approved in January 1971, the study area comprising the major portion of the Central Coastal Basin of California, the State Water Resources Control Board (SWRCB) granted AMBAG \$320,000 to initiate a plan to be incorporated as an integral part of a subsequent over-all basin water quality



control plan. In addition to analyses of management alternatives, the study was to include an oceanographic field program to characterize the hydrodynamic behavior of the Bay and to determine water quality conditions.

An EPA grant in the amount of \$434,200, when added to the local AMBAG share of \$244,000 brought the total project cost to \$998,200.

Banner headlines in the Monterey Herald (January 26, 1971) called it the Save-the-Bay Study -- the first major state-local pact of its kind; Senator **Donald L. Grunsky** said, "The landmark study is intended to protect the unique beauty and special significance of Monterey Bay"; and the SWRCB Chairman stated that the state wants Monterey Bay to serve as a model for environmental preservation. **Grunsky** recalled that the need for such a study was emphasized in 1969 when 6.5 miles of beaches on the Monterey Peninsula were closed. Outgoing AMBAG President **Willard Branson** (1970), (Supervisor, Monterey County) was present at the news conference to accept the contract, a step capping a year of vigorous efforts to obtain state and federal grants.

## Transition to a Multi-Purpose Agency

Amid AMBAG discussion about funding sources for the water management study, the State Council on Intergovernmental Relations -- which administered planning funds for the U.S. Department of Housing and Urban Development -- questioned whether AMBAG possessed broad enough planning powers to meet federal criteria as a

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**"The Association is ... for the permanent establishment of a forum for planning, discussion and study of regional problems of mutual interest and concern ... and for the development of studies, plans, policy and action recommendations."**

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### Joint Powers Agreement

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regional planning agency. A committee under the chairmanship of Senator **Henry Mello** was formed to consider the desirability and necessity of expanding the Association's planning role. Following a threatened cutoff in federal grants for local agencies unless an acceptable multi-county planning agency was formed, the AMBAG Board of Directors approved (May 1971) changes in the Joint Powers Agreement whereby the Association would no longer be limited to the single function of studying the pollution of Monterey Bay. The broadened purpose stated that "The Association is organized for the permanent establishment of a forum for planning, discussion and study of regional problems of mutual interest and concern to the counties and cities in Monterey, San Benito, and Santa Cruz Counties, and for the development of



studies, plans, policy and action recommendations."

In seeking ratification of the revised joint powers agreement by member agencies, 1971 President **Rex Clark** (Councilmember, City of Watsonville), explained in a letter to the members the necessity for AMBAG's involvement in areawide planning, not only as a means of obtaining federal grants but as a more efficient method of using professional staff, local officials, and planning funds. **Clark** stated that "A strong multi-purpose regional organization can exert considerably more influence with state and federal officials on matters of local concern than can individual cities and counties."

The Association named its first full-time Executive Director, **Leslie L. Doolittle**, in March 1971 and moved its headquarters office to Monterey.

Upon election as AMBAG President in 1972, **James Hughes** (Councilmember, City of Pacific Grove), became the only person to have held four positions, a feat no longer possible due

to changes in the by-laws. These positions were: Treasurer, 1969; Secretary, 1970; Vice-President, 1971; and President, 1972. On his installation as President, **Hughes** commented that "...in addition to its Bay study, AMBAG's major contribution has consisted of providing an opportunity for cooperation and sharing of ideas by its member governments."

In June of 1972, AMBAG was certified by the U.S. Department of Housing and Urban Development (HUD) as the Areawide Planning Organization for the Monterey Bay Region. This action included designation as a Tri-County Clearinghouse to review and comment on federal grant applications and proposed federal projects.



*Recent publications of AMBAG reflecting the multi-purpose nature of the Association*



## The Period of Introspection: Areawide Planning Role Debated

The Overall Program Design report (FY1972-73) prepared by the consulting firm of Barton-Aschman proposed a direction for coordinating local and county programs into a fiveyear-Regional General Plan. Its introduction at an AMBAG Board of Directors' meeting in Watsonville stirred a strong reaction. The Register-Pajaronian's article (March 19, 1973) about the meeting carried the caption, "Plan For Regional Superagency Unveiled" and the comment "AMBAG...You've Come a Long Way, Baby...from a single-purpose agency...to an organization which is now considering a proposed planning design which would involve AMBAG...in regionwide planning in a multitude of fields..."

The debate stimulated among AMBAG's members by the proposed program design during FY 1973-74 led to a re-examination of the desired role and scope of AMBAG. The decision reached was that the Association should concentrate on assisting planning programs of its members rather than creating one of its own. But stung by the State Office of Planning and Research's (OPR) criticism of the Association's planning progress during FY1973-74, a revised work program was developed with greater emphasis

on areawide planning -- particularly the development of regional goals based upon local plans.

OPR, the successor to the State Council of Intergovernmental Relations, had concluded that "AMBAG is an organization that lacks meaningful local support and credibility, and that has produced little if any areawide planning."

At the time of the resignation of Executive Director **Doolittle** in January 1974, President **Phil Harry** (Supervisor, Santa Cruz County) characterized 1973 -- the year of his presidency -- a difficult year for AMBAG stating that "We must reinforce the foundations of AMBAG and strengthen our organization to protect ourselves from unreasonable pressures from federal and state agencies."



*Panelists at AMBAG-sponsored workshop on Water Issues (1986)*



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## "AMBAG...You've Come a Long Way, Baby."

Watsonville Register Pajaronian

1973

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William S. Hood, Jr., acting director for AMBAG, was named permanent successor to the position of Executive Director on January 27, 1974.

AMBAG was honored nationally in May 1975 when former President **Ed Norris** (Councilmember, City of Salinas) was the first person to receive the National Association of Regional Councils' Tom Bradley Leadership Award, for outstanding contribution to the regional movement. The award was based on *Mr. Norris'* strong and positive leadership during the time of conflict experienced by AMBAG during FY1974-75.

According to an AMBAG newsletter "When **Norris** took over as President in January 1974, the Association was on the verge of collapsing from internal dissension and external pressures. AMBAG had lost its HUD planning certification because of local disagreements. Its wastewater management plan reached politically unpopular conclusions by calling for expensive regional consolidation of wastewater management facilities." AMBAG began a dramatic reversal, regaining its certification, and playing a major role in coordination of transportation planning and the Army Corps of Engineers Urban Systems Study.

## Areawide Planning Organization: A Regional Council of Governments With Multi-Purpose Duties

Santa Cruz city councilmember **Bert Muhly** initiated the multi-function designation with his Presidency in 1975.

The Board began to consider the expansion of its planning role, voting to develop a common areawide housing element and land use element based on local plans to strengthen the voice of local government and to apply to the U.S. Environmental Protection Agency for a "208" water quality planning grant to address such pollution problems as seawater intrusion, siltation and urban and agricultural runoff.

Also undertaken in 1975 was a regional solid waste study required by the state to investigate the potential for a resource recovery system rather than utilize landfills.

Stimulated by the oil-shortage and debates about energy self-sufficiency through "Operation Independence" and specters of oil drilling rigs in Monterey Bay, the Association sponsored two forums on what to expect from the federal government and oil companies. The first dealt with the leasing of outer continental shelf lands off California for oil exploration, and the second concerned the potential for offshore oil in the central coast area and the related land use impacts. Following these forums, AMBAG became the first agency to declare its support of the designation of federal waters off Santa Cruz and Monterey Counties as a federal Marine Sanctuary.



## Water Quality Again: 208 Non-Point Source Pollutants

**R**obert Franco, Mayor of Del Rey Oaks, elected AMBAG President in 1976, oversaw the commencement of the 208 water quality management study and served as AMBAG's appointee to the State Coastal Commission for several years. Following the resignation of **William Hood**, the Board of Directors appointed **Wilber E. Smith** as Executive Director in August 1976.

Monterey County Supervisor Sam Farr (now State Assemblyman) was elected President in 1977. After facing such issues as the possible withdrawal of Fort Ord from the Monterey Regional Water Pollution Control Agency and continuation of the question of discharging San Joaquin Valley agricultural wastewater into Monterey Bay, **Farr** urged the Board of Directors, before he stepped down as President, to continue its fight to preserve local control. "If we don't take charge of our own affairs, and try to solve our own affairs, and try to solve our own problems in an aggressive and progressive fashion, they (the state and federal governments) will move in. I think AMBAG is the way to do that."

The federally-required regional water quality study commenced in late 1975, following approval of funding under Section 208 of the Federal Water Pollution Control Act. This major study, funded in the amount of \$830,000, had as its overall goal the establishment of a water quality management system where water quality considerations are incorporated into local decision-making. The study focused on non-point pollution sources which cannot clearly be linked to a specific polluter (sources emanating from many dispersed locations such as

urban and agricultural runoff, soil erosion and sedimentation from grading and logging) as opposed to more easily controlled "point sources;" protection and enhancement of the quality of surface water resources such as streams and lakes (the goal of the federal program was that surface waters be swimmable and fishable by 1983); and the formulation of a water quality plan that is consistent with growth projections and policies.

Completed in June 1978, a distinguishing feature of the 208 Water Quality Management Plan for the Monterey Bay Region was the effort to ensure the on-going participation of citizens and local officials in the study process. Under the guidance of the Environmental Policy Advisory Committee (composed of elected and local officials, and citizens) case studies were completed and recommendations made for such problems as these: in the Salinas (nitrate analysis) and Pajaro (groundwater pollution and recharge) basins; accumulated pollutants in coastal lagoons such as Laguna Grande and Roberts Lake; seawater intrusion throughout the region; septic tank



*Monterey County's Health Officer, Walter Wong, addressing audience at AMBAG's Hazardous Waste Management Planning Process Workshop (1987)*



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**"If we don't take charge of our own affairs, and try to solve our own affairs, they [the state and federal governments] will move in. I think AMBAG is the way to do that."**

**Sam Farr, 1977**

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drainage in Santa Cruz County; and groundwater recharge in the Pajaro, Carmel, and San Lorenzo River watersheds.

Determined to make the 208 study an action-oriented program, AMBAG contracted with the Gloria Resource Conservation District for a demonstration project involving assisting and encouraging farmers to apply Best Management Practices to reduce runoff, erosion and sedimentation, and to assess the manpower and costs needed to implement the program throughout the region.

In late 1979, similar arrangements were completed with the Santa Cruz County Resource Conservation District; the Santa Cruz County Watershed Office for Erosion Control Planning in the San Lorenzo Valley Watershed; and the Monterey County Farm Advisor's Office for a two year demonstration directed towards increasing fertilizer and irrigation efficiency. Over the 1980 to 1982 period, the five cities of Watsonville, Scotts Valley, Santa Cruz, Salinas, and Monterey contracted with AMBAG for the services of an erosion control specialist under an EPA-assisted grant to develop erosion control ordinances and to assist in on-site inspections of construction projects. AMBAG staff later assisted nine other cities for the same purpose.

## **Air Quality Becomes a Dominant Factor**

**D**uring Monterey City Councilmember **Charles Page's** 1978 term as AMBAG President, the Energy Fair, the Offshore Oil Drilling Symposium, air quality planning and completion of the water quality management plan were key features.

Air quality came to the forefront in January 1978, when the State Air Resources Board designated the region a "non-attainment area" for not meeting federal standards for ozone. This designation was made pursuant to the Federal Clean Air Act Amendments of 1977 which called for a plan by January, 1979 to bring the region's air standards up to the required level by 1982. A partnership arrangement was formed between AMBAG and the Monterey Bay Unified Air Pollution Control District with the Association serving as the coordinating agency for developing the plan. The district assumed the responsibility for stationary sources while AMBAG concentrated on land use, transportation and growth aspects of the planning process. Input on vehicular travel was made by the County Transportation Commissions.

The Air Quality Plan for the Monterey Bay Region was conditionally approved by the California Air Resources Board (ARB) early in 1979. The ARB extended the deadline for attaining the national ozone standard from 1982 to 1987, and AMBAG was reaffirmed as the lead agency for coordinating the air quality planning program. The plan recommended strategies which would place controls on stationary sources such as industrial activities, maintain existing controls on motor vehicles, and improve the transporta-



# GALLERY OF AMBAG



*Minnie Coyle*  
1968



*Henry Mello*  
1969



*Willard T. Branson*  
1970



*Rex Clark*  
1971



*James Hughes*  
1972



*Phil Harry*  
1973



*R. Edwin Norris*  
1974



*Bert Muhly*  
1975



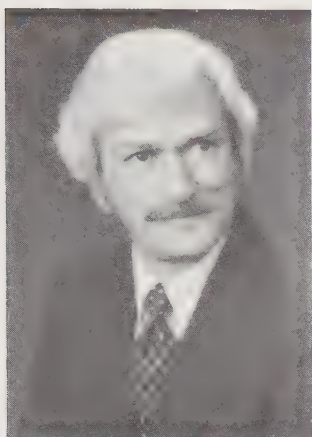
*Robert Franco*  
1976



*Sam Farr*  
1977



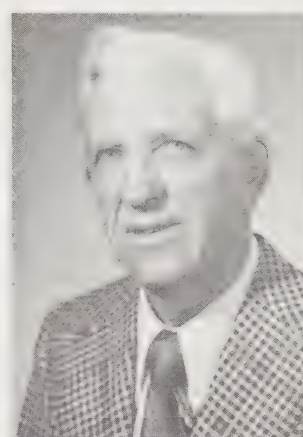
## PAST PRESIDENTS 1968-1988



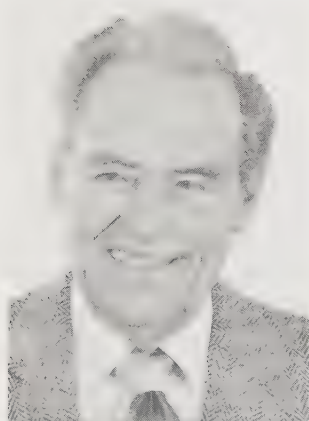
*Charles H. Page*  
1978



*Frank E. Osmer*  
1979



*Robert C. Wherritt*  
1980



*D. Dan Forbus*  
1981 and 1982



*Bud Houser*  
1983



*Graig Stephens*  
1984



*Katy Sears-Williams*  
1985



*Phyllis Price-Meurer*  
1986



*Joe Cucchiara*  
1987



tion network to minimize stop-and-go traffic and to increase opportunities for carpooling, bicycling, and transit. The local Growers-Shippers Association commented that the work represented ... "an excellent job in preparing a report with such a short time frame" and an "effort to get public input at a very early stage."

## Offshore Oil Drilling: Lease Sale Era Begins

The year 1977 saw the return of the issue of offshore oil drilling on AMBAG's agenda. The Board of Directors reaffirmed its opposition to offshore development for oil and gas production and agreed to coordinate local efforts to have the Outer Continental Shelf adjacent to Monterey and Santa Cruz removed from the Department of Interior's 1979-1981 national leasing schedule. Although Monterey Bay itself was excluded from the leasing area, the designated tracts lay three miles offshore and ranged seaward from 3 to 70 miles in water depths of 12,000 feet.

Related dual events -- the AMBAG Energy Fair and Offshore Drilling Symposium -- were held in April 1978 at the Monterey Conference Center. The Energy Fair featured opening remarks by Governor **Edmund G. Brown, Jr.**, displays of energy conservation products, information booths, demonstrations, and the State's "New Possibilities Show," a trailer demonstrating alternate appropriate technologies for the home. The symposium on offshore oil drilling (a prior symposium was held in 1975) featured such questions as the amount of recoverable oil and gas existing off the central coast and the impacts of offshore development on the unique marine environment, on air quality, and on the local economy.

With a grant from the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration (February 1979), AMBAG began to monitor the leasing process and keep all interested parties informed under its newly-adopted Coastal Energy Impact Program (CEIP).



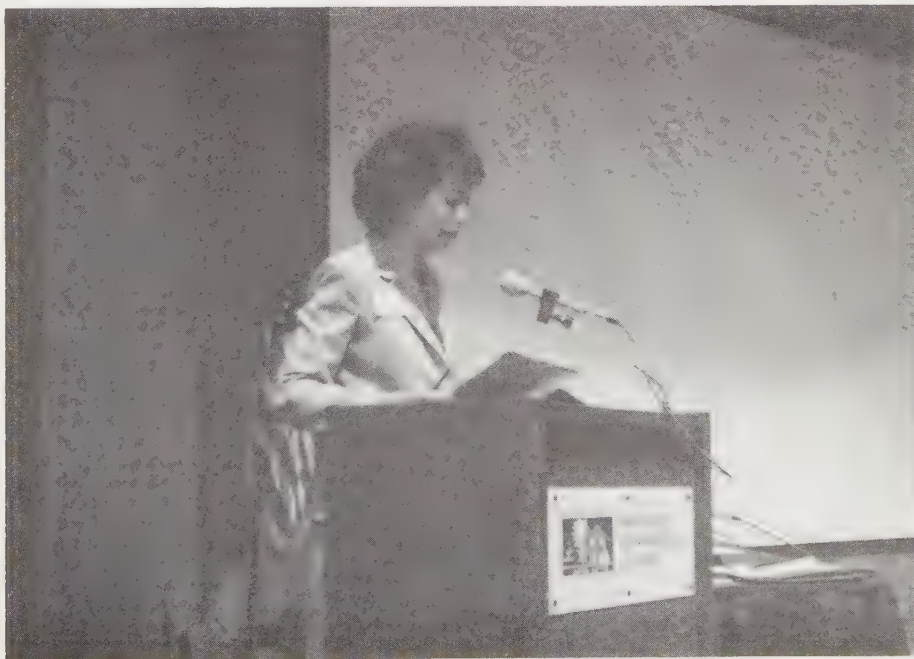
## Areawide Planning Function Fruitful

**H**eralding an unprecedented 3-year period of major project development culminating in mid-1979, President **Frank Osmer** (Councilmember, City of Watsonville) was able to congratulate the members on these completed activities:

- Water Quality Management Plan
- Air Quality Plan
- Land Use Element
- Population and Employment Forecasts
- Housing Element
- Economic Base Studies: Tourism, Agriculture, Manufacturing, and the local economy

With the financial assistance of the federally-funded "701" Comprehensive Planning Assistance Program and the technical assistance of the region's Planning Directors Advisory Committee, the

Association prepared and adopted land use and housing elements of the regional plan. In preparing the housing element, growth trends in the different areas of the region were analyzed against the existing conditions and relative suitability of those areas for development. Proposed policies were then developed for: Resource Protection and Enhancement, (Agriculture, Extractive Timber and Mineral Resource Policy, Water Resources Protection; Natural Habitat Protection, Wildlife and Fisheries Resource Policy, Regional Open Space, Recreation, and Scenic Resources); Accommodation of Growth Needs (New Urban Development Priority Locations, New Growth Centers, Regional Development Character, Public Safety and Natural Hazards Policy); and Adequacy of Service Policies (provide adequate public services at reasonable costs and timely means to support regional growth needs).



*Supervisor Karin Strasser Kauffman (Monterey County) addressing participants at an AMBAG-sponsored seminar (1987)*



## Transportation Planning: An On-Going Responsibility

The Association has had significant transportation planning and technical assistance responsibilities since 1975. The U.S. Department of Transportation requires that "Metropolitan Planning Organizations" (MPO) be established to handle federal transportation planning funds, general transportation planning, review of transportation projects or capital improvements in major urban areas. As the MPO for the region, AMBAG has joined in a "Memorandum of Understanding" with Santa Cruz and Monterey Local Transportation Commissions, Santa Cruz Metropolitan Transit District, Monterey-Salinas Transit, and CALTRANS, for transportation planning and programming. The 1981 update of the Memorandum, first entered into in 1976, delineates the transportation planning responsibilities of each of these agencies.

Each year AMBAG prepares a document entitled the Federal Transportation Improvement Program which contains transportation projects proposed for implementation with federal funds over the next five years. The projects -- to be conducted by the State Department of Transportation (CALTRANS) and agencies in the region -- are taken from the regional transportation plans prepared by the county transportation commissions, the Short-range Transit Plans of the various transit operators, and the

Transportation System Management Element. In addition to providing funding and technical assistance for the preparation of short-range plans, AMBAG ensures their completion so that federal funds can be used in the region. For example, plans are updated and approved annually for the Santa Cruz Metropolitan Transit District, Monterey-Salinas Transit, the Urban and Rural RIDES (for the mobility-impaired) programs operated by Monterey County, and the cities of King City, Greenfield, and Soledad.

Special transportation-related studies undertaken included the following:

- Transit Market Segmentation studies to identify additional groups of people that might become transit users, assuming appropriate types of service are available
- Energy Contingency Plan for Transit Operations (1981) released during the gasoline shortage



*President Cucchiara (Supervisor, Santa Cruz County) presiding over the January, 1988 Board of Directors meeting*



- **Regional Recreational Travel Feasibility (1981)** study, also developed in response to the gasoline shortage, evaluated means of recreational travel between the Monterey Peninsula and the San Francisco Bay Area, other than auto or rail
- **CALTRANS Study for Reinstating Rail Passenger Service to the Monterey Peninsula (1981)** was endorsed in concept by the AMBAG Board of Directors.

Originally adopted in 1979, the Regional Airport System Plan for the airports in Monterey and Santa Cruz Counties was updated in 1986 through a study funded in part by the Federal Aviation Administration. A primary objective was to identify the adequacy of existing airport facilities to serve the anticipated demand which by the year 2005 will have reached nearly one million passengers per year. On the basis of the demand/capacity analysis, the improvement requirements of each airport were identified and alternative system concepts were outlined and recommendations made such as the formalization of an agreement between the Monterey Peninsula Airport and the City of Salinas to divert aviation training operations to the Salinas Airport.

## The 1980's Bring Changing and Evolving Role

The changing role and concentration of AMBAG was and is the unfolding story that began with the passage of Proposition 13, the stirring of New Federalism, the subsequent elimination of federal financial support for most areawide programs, the work of AMBAG's Blue Ribbon Committee in 1983-84, and the ensuing action approved by the Board of Directors in the summer of 1984.

The 1980's began with election of **Robert C. Wherritt** (Councilmember, City of Salinas), as President of the Association. **Wherritt** commented in a Board of Directors Report to the members that staff efforts at providing technical assistance and information services have gained AMBAG recognition among such diverse groups as the Monterey Bay Aquarium Foundation, Pacific Gas and Electric Company, and member agencies.

President **D. Dan Forbus**' (Supervisor, Santa Cruz County) term of office covered the years of 1981 and 1982. The AMBAG newsletter of June, 1982, included a letter from **Forbus** in which he referred to activities that related directly to member problems, e.g., the General Assembly featuring the theme "Managing With Less," a "Disaster Preparedness Workshop" for officials responsible for emergency management, the attempt to revitalize rail service in the region, the exclusion of the Santa Cruz Basin and other basins from Lease Sale 75, and the local technical assistance program.

President **Bud Houser**'s (Councilmember, City of Seaside) 1.5 year term, 1983 and 1984 (January-May), was a



time of planning new directions initiated with the formation of the Blue Ribbon Committee. **Houser** chaired this Committee composed of several past presidents, private sector representatives and citizens.

AMBAG prepared housing needs reports in 1981 and 1984. The amended California Government Code required all cities and counties to update their local housing elements by mid-1984. As part of this requirement, each local housing element must contain an evaluation of the locality's share of the regional housing need. To assist in this assessment, councils of government like AMBAG have been assigned the responsibility of reporting on current housing needs and projecting future needs within the region. The Regional Housing Needs Study (March, 1984) was augmented in the same year under a special contract with the Department of the Army for a Fort Ord military housing needs report documenting additional on-post housing requirements.

Another change in the management of AMBAG occurred in February 1984, with the retirement of Executive Director **Wilber Smith**. **Nicolas Papadakis** was appointed by the Board to the permanent position of Executive Director, following a brief period as Acting Director.

The Presidency of **Graig Stephens** (Councilmember, City of Soledad), the first President from South Monterey County, extended from June to December, 1984. The Pajaro Basin Management Plan, completed in 1984, consists of five studies: the Groundwater Management Study; the Integrated Pest Management Project; the Steelhead Habitat Management Plan; and the Irrigation Management Project. The Agricultural Erosion Control Project was completed in 1983, and its recommendations have been implemented. The studies were funded by EPA water quality grants (Section 205j).

## Mid-80's: Jobs, Housing, Infrastructure

**K**aty Sears-Williams (Councilmember, City of Santa Cruz) President in 1985, was able to say in the Annual Report that "Following this transition period, in 1985, AMBAG enjoyed the highest membership in the last ten years. The Board's major effort was once again geared towards the protection of coastal areas from proposals by the federal government to explore for oil and gas in waters off Monterey Bay."

New activities during that period included:

- the regional infrastructure report (Systems Capacity Analysis, Part 1, 1985) examined the implications of projected population and employment levels on such resources and infrastructure as water supply, wastewater treatment capacity, and highways
- to improve its abilities as the state-appointed Regional Census Data Affiliate, a computerized census data system was begun to handle the sheer mass of data available
- in 1985 responsibility was assumed, under contract with CALTRANS, for the ridesharing program in Monterey County

Leadership of AMBAG passed to **Phyllis Price-Meurer** (Councilmember, City of Salinas) upon her election as President in 1986. From her vantage point as a former member of the Blue Ribbon Committee on the Future of AMBAG, she was able to make significant progress in implementing the Committee's recommendations. **Price-Meurer**, as chair of an inter-agency committee charged with resolving the moratorium placed on new connections to the regional wastewater treatment plant in Monterey County, guided the efforts of the several agencies involved to a successful conclusion. Due to the stalling of the Monterey Regional Water Pollution Control Agency's (MRWPCA) wastewater treatment plant expansion plans by the Environmental Protection Agency (EPA) and the State Water Resources Board (SWRCB), the Board of Directors initiated resolution of the issues involved.

In testifying before a Senate Armed Forces Committee concerning military housing, **Price-Meuer** stressed that infrastructure is one key to housing development. She said that "You are well aware that housing is only built if streets are built, highways are maintained, transit is available and sewage is disposed."



## Saga of Regional Issues

**Joe Cucchiara** (Supervisor, Santa Cruz County), was installed as President of AMBAG in January, 1987. One of his top priorities was and is to continue the fight against offshore oil development. He also strongly supports the designation of Monterey Bay and surrounding areas as a national marine sanctuary. "What we have here is a complement of resources that cannot be found anywhere else in the world," he stated on taking office.

A continuing saga of successes and setbacks, AMBAG's top priority over the last few years has been to stop the federal government's efforts to lease areas off the Monterey Bay Region for offshore oil development. When first proposed in 1977 by the Bureau of Land Management, the idea of leasing offshore lands to oil companies aroused vehement opposition from all segments of the coastal population: local governments, environmental groups, fisher-

men, the visitor industry, and a wide diversity of citizens concerned with the health and aesthetics of their coastline. The first sale proposed by the Secretary of Interior (OCS Lease Sale No. 53) resulted in four of the five basins, including Santa Cruz, being withdrawn. The region has gone through lease Sale 73 and is currently (1987) fighting Lease Sale 119 which will move forward unless federal legislation protecting national sensitive areas is passed or a moratorium directed to the Department of Interior's appropriation is successful.

Since the mid-70's, AMBAG has provided employment and population forecasts to assist in the development of regional plans related to transportation, air quality and housing. Beginning in 1987, the Association began work on revised employment and population forecasts for the region. These socio-economic forecasts indicate Monterey County's population will rise to 457,700 by 2005 and Santa Cruz County's to 297,600, an increase of 38% in 20 years from 1985-2005.



*Sylvia Sell looking at display of AMBAG member agency logos at 1986 Annual Meeting*

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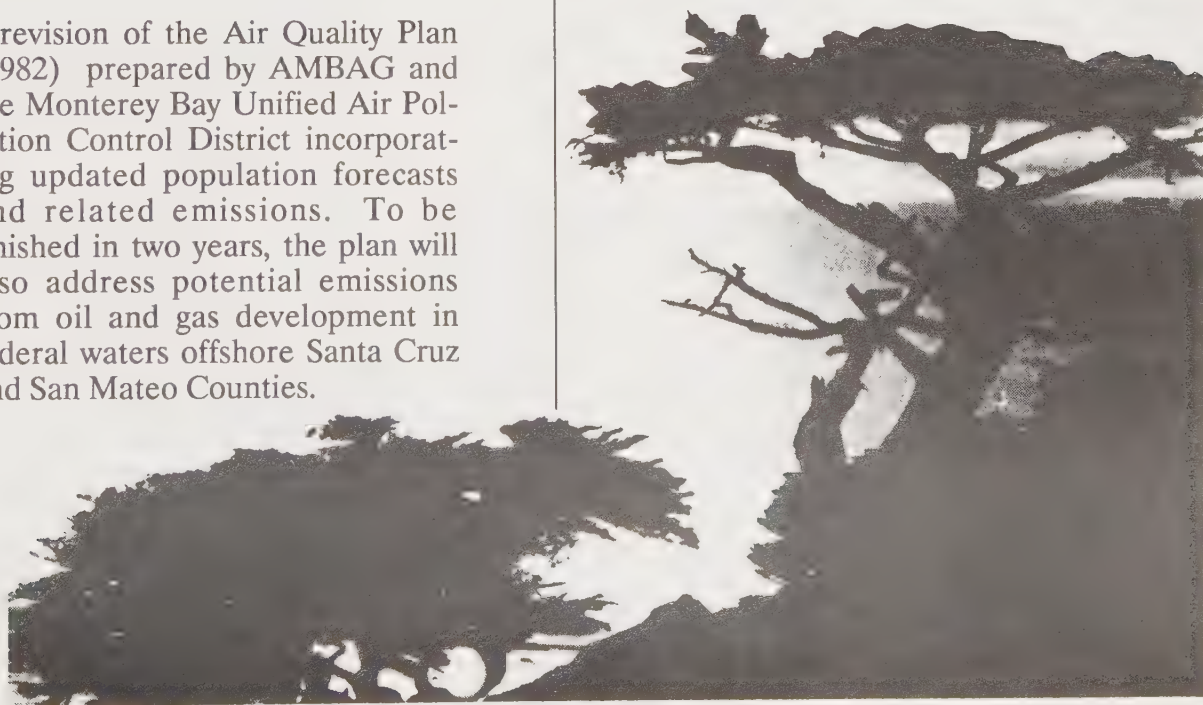
**"What we have here is a  
complement of resources that  
cannot be found anywhere else in  
the world"**

**Joe Cucchiara, 1987**

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Also underway were these projects:

- the Association is working with the Counties of Monterey and Santa Cruz (1987-88) to prepare a regional hazardous waste management plan: the plan will integrate the counties' plans, analyze waste generation forecasts to determine any need for regional facilities such as transfer stations, and identify general geographic areas for needed facilities
- an update of the Housing Needs Study
- a revision of the Air Quality Plan (1982) prepared by AMBAG and the Monterey Bay Unified Air Pollution Control District incorporating updated population forecasts and related emissions. To be finished in two years, the plan will also address potential emissions from oil and gas development in federal waters offshore Santa Cruz and San Mateo Counties.







## Guideposts for the Future

The hallmark of the post-Proposition 13/New Federalism Era is the increasing emphasis on pragmatic programs that are essential to the day-to-day operations of local governments, and useful to appropriate state and federal agencies as well. It is an interesting and fascinating fact that throughout the existence of AMBAG, the functional planning studies have influenced or stimulated later developments.

On reflecting upon the Association's history outlined above, the traditional emphasis has been on programs directly affecting and influencing activities of cities, counties, and special districts. From its single-purpose beginning focused on maintaining an unpolluted Monterey Bay, AMBAG rapidly evolved into a multi-purpose organization charged with studying and recommending policies on regional issues. One of twenty-four Councils of Governments (COGs) in California, AMBAG shares with these COG's the unique role of bringing together city and county elected officials on a regular basis to form a regional perspective and viewpoint.

The AMBAG Blue Ribbon Committee in its final report (May, 1984) pointed out, "As the regional counterpart of local general purpose governments, AMBAG is the only public agency that consistently examines a broad range of public policies and problems." In stating that the Association is uniquely suited to play this role, the Committee reflected that "As the region continues to grow and feel the impact of internal and external pressures for development, the Association has become more involved in environmental matters. In the Monterey Bay Area, the physical environment and the economic health of the region are intimately related. Intergovernmental coordination and socioeconomic and environmental planning of an areawide nature are vital in maintaining the area's unique combination of natural and human resources."

Following a careful consideration of the Blue Ribbon Committee's report, the Board of Directors determined that the Following functions should either be continued or developed:

- Act as the forum whereby public agencies and the private community can formulate areawide policies.
- Carry out the comprehensive regional planning role of relating various elements of plans (transportation, housing, air, water, and coastal energy) to each other and assuring that a consistent and uniform database is used. Prepare the state-mandated regional housing needs report matching housing with employment opportunities. Develop long-range population and employment projections clearly demonstrating the consequences of economic development choices.

- Strengthen the Clearinghouse function pursuant to federal mandate and state procedures which require that most applications for federal assistance from both public and private agencies undergo areawide review.
- Continue the prime responsibility in the region for monitoring, evaluating, and opposing development of tracts offshore central California for oil and gas exploration.
- Subject to financing availability proceed with its function as the designated "208" agency, responsible for non-point source water quality planning.

- Be the generator and the depository of regional data on long-range planning issues and aid public and private decision-making.
- Provide technical services where efficiencies and economies can be achieved or such services are not otherwise available.

Clearly the past and present leadership of the Association place high value on the capability of elected officials to give continuing analysis and evaluation to areawide issues through AMBAG. As one observer has said, if AMBAG did not exist as a regional forum where issues and possible solutions could be discussed together by cities and counties, we would probably have to invent such a forum.





# COMPLETING THE FIRST 20 YEARS

## SCENES FROM THE BOARD OF DIRECTORS MEETING, JANUARY 13, 1988



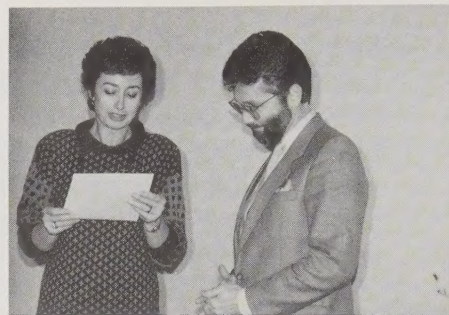
Around the table (r to l) Directors Weed (Santa Cruz), Pendergrass (Sand City), Wright (Carmel), Nunn (Pacific Grove), Pharo (King City), Wolgamott (Gonzales), Kosorek (Marina), Petrovic (Monterey County), Vreeland (Monterey), Osmer (Watsonville), Russell (Del Rey Oaks). Staff member Brennan addressing the Board of Directors.



Directors Kosorek, Wolgamott, Pharo, and Nunn (l to r) listen to presentation. Staff members Williams and Mackenzie in background.



Directors McClair (Seaside), Forbus (Santa Cruz County) and President Cucchiara (Santa Cruz County), Executive Director Papadakis, and Secretary Parker during a lighter moment of the meeting.



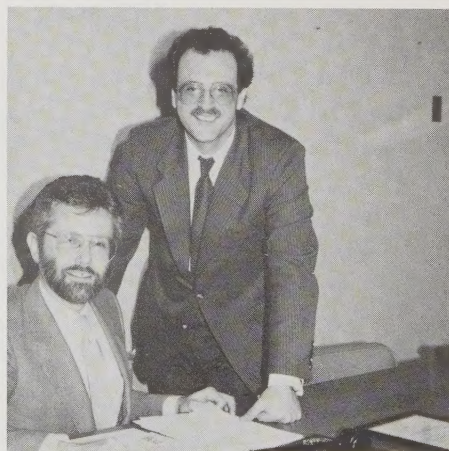
Director Strasser Kauffman (Monterey County) reads a Resolution of Appreciation for outgoing President Cucchiara.



President Cucchiara passing the gavel to incoming President Vreeland (Monterey).



Director Petrovic (Monterey County) makes a point with President Cucchiara.



Director Cucchiara and Executive Director Papadakis concluding the January 13, 1988 meeting marking the conclusion of AMBAG's first 20 years.



# 1988 AMBAG STAFF

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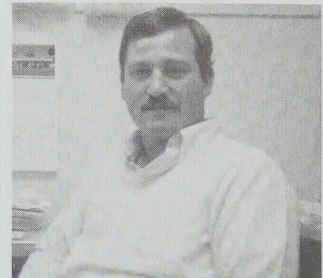
**Nicolas Papadakis**  
*Executive Director*



**James Duffy**  
*Finance Officer*



**Janet Brennan**  
*Senior Regional Planner*



**Jim Mackenzie**  
*Assistant Transportation Planner*



**Elizabeth Creecy**  
*Accounting Clerk*



**Stephen Williams**  
*Associate Regional Planner*



**Michael Johnson**  
*Ridesharing Coordinator*



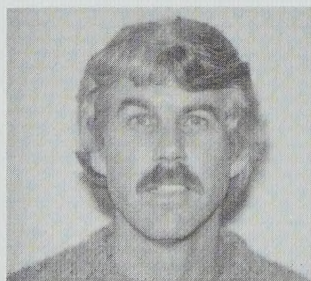
**Bonnie Parker**  
*Secretary*



**Laura Beck**  
*Assistant Regional Planner*



**Kathryn Kalinyak**  
*Assistant Transportation Planner*



**Peter Chamberlin**  
*Assistant Regional Planner*



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